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ABSTRACT

The essays in this collection describe the contributions of Frank Manley, widely acknowledged by education historians to be the founder of the modern community school movement. They review his leadership after he opened the first community schools in Flint, Michigan, and describe his later career as executive director of the Charles Stewart Mott Foundation. The essays are: (1) "The Leadership Legacy of Frank J. Manley" (Larry E. Decker); (2) "Frank Manley and Charles Stewart Mott: An Extraordinary Partnership" (Larry E. Decker); (3) "The Origin and Evolution of the Community School in Flint, Michigan: The Frank Manley Influence" (Douglas Procunier); (4) "Frank Manley and the Community School Vision" (Pat Edwards); (5) "In Memoriam" (Richard C. Pendell in the "Community Education Journal," November 1972); (6) "Frank Manley: A Giant in American Education" (Ernest O. Melby, from the "Community Education Journal," November 1972); (7) "Frank Manley: Leader, Creator, Humanist" (Clyde Campbell in the "Community Education Journal," November 1972); (8) "Frank Manley: A Chronology" ("Community Education Journal," November 1972); and (9) "Epilogue: Looking Ahead" (Larry E. Decker). (SLD)

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# THE EVOLUTION OF THE COMMUNITY SCHOOL CONCEPT:

## *THE LEADERSHIP OF FRANK J. MANLEY*

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# The Evolution of the Community School Concept: The Leadership of Frank J. Manley

by
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National Community Education Publication Series

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# FRANK MANLEY

# & THE COMMUNITY SCHOOL

Had Frank Manley been an academician, a theorist, his legacy would be found today on library bookshelves—in textbooks and monographs and scholarly bibliographies. But Manley was a doer.

Ernest Melby, distinguished Michigan State University scholar, who had watched him in action, observed years ago that Manley's community school program in Flint, Michigan, was essentially action-oriented, even though it was based on solid theory. It had to be action-oriented, Melby pointed out, because Manley believed deeply that basic human needs cannot wait—that our social institutions cannot compensate tomorrow for what they fail to do today.

Manley's caring was, in Melby's words, a silent language—a language that the people who knew him heard and understood.

Those of us to whom he spoke, and with whom he worked—who glimpsed his vision and marveled at his dreams—must try, as well as we can, to preserve that vision and those dreams for those who will come after us. This small booklet is an attempt to do that.

Larry E. Decker, Ph.D.
Boca Raton,
Florida
November 1999

# THE LEADERSHIP LEGACY OF FRANK J. MANLEY

**Larry E. Decker**
**NCEA Conference Manley Lecture**
**December 1998 — San Diego California**

Frank Manley is widely acknowledged by education historians to be the founder of the modern community school movement. Those of us who knew him personally can see the legacy of his leadership even among those who came along years after he opened the first community schools in Flint, Michigan, in the 1930s.

I knew Frank Manley in the 1960s and '70s and, like everyone else who was "Manley influenced," I have stories to tell. But to put my stories in historical context, I wanted background material. The Charles Stewart Mott Foundation, in the person of Program Officer Marianne Kugler, responded to my request for biographical materials. I received copies of:

- Ten pages from the June 8, 1972, Flint Journal featuring Frank Manley and his life and contributions to the City of Flint;
- The November 1972 Community Education Journal containing articles by 10 authors memorializing Frank Manley; and
- Community Schools in Action: The Flint Program, by Frank Manley, Bernard Reed, and Robert Burns. The book, published in 1960, had a wonderful surprise on the inside front cover. It was inscribed: "This copy is personal property of C.S. Mott," in what was clearly Mr. Mott's own handwriting.

## Biographical Background

Frank J. Manley was a school dropout, a one-time telephone lineman, traffic cop, railroad and construction worker, and shoe salesman. Sports drew him back to school. He began his professional career in the Flint, Michigan, Public Schools in 1927 as a physical education teacher. He became supervisor of physical education and director of adult education, assistant superintendent and the director of the Mott Program on his way to becoming an internationally known educator and humanitarian. In 1964, he became the first executive director of the Charles Stewart Mott Foundation, a philanthropic foundation established by the General Motors industrialist. Many of the Foundation's programs in the field of education were based on Manley's ideas. He died in June 1972 at age 68 after a lengthy battle with cancer.

Those who knew Frank Manley agree that leadership was his greatest talent. That leadership—an almost indefinable combination of conviction and personality—inspired his staff and often the rest of the community to try things they had never tried before.

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## My Manley Reflections

I first met Frank Manley when, like thousands of other visitors, I went to Flint in the 1960s for an annual National Community School Education Workshop. Manley, C.S. Mott, Harding Mott, Ernest Melby, Fred Totten, and others involved in Flint Community Schools hosted the workshop and the visitation activities. During my first visit, in 1965, I picked up an application for the Mott Inter-University Clinical Preparation Program for Educational Leadership, commonly known as the Mott Intern Program. I did not apply until 1969 and was accepted into the 1970-71 Mott Intern Program at Michigan State University.

I arrived in Flint in June 1970. The Intern Program did not start until September, but I began taking classes at MSU in East Lansing by way of preparation. Doug Procunier, director of dissemination and training for the Mott Foundation, who was also taking a class at MSU, was our designated driver. Once a week during that first month, Frank Manley would ride with us. I sat in the back seat and listened to Doug and Frank conduct the business of the day.

Two vivid impressions of Frank Manley stand out from those trips. First he asked a lot of questions. Of me, he asked: Where are you from? Who came with you? What got you interested in community schools and the Mott Intern Program? What do you want to do? He was able to talk to all kinds of people easily and, in a very short time, make them feel like old friends.

The second impression was that he always seemed to be thinking and planning, doing his homework. He was politically astute. I never knew anyone more concerned with covering all the bases. He believed that everyone in the decision-making process could be a winner if the process was based on coalition building and networking. He would meet with all interested parties to get input and gain different perspectives. He lived his philosophy of "involving people and using a democratic approach to problem-solving."

One of his legacies is not well known even within the community education network. Many know of his role in helping to create the National Community School Education Association and the National Network of University-Based Community Education Centers. As this new network was forming, Frank was already working on a plan to institutionalize the centers in various universities. One of his last trips was to the U.S. Sugar Corporation in Clewiston, Florida, to sell his idea of endowing a community education chair at Florida Atlantic University in Boca Raton. With him on that 1972 trip were Ernest Melby, Richard Pendell, and Bill Kerensky. Dick Pendell recalled that Frank wanted "to establish long-term endowments to insure the future of Community Education Training Centers." I now hold the one and only endowed chair in community education—the one that Frank J. Manley sought personally to establish.

## Community Schools In Action: The Flint Program

Frank Manley co-authored Community Schools in Action in 1960, but I didn't discover it until after I had completed my Mott Internship in 1971 and was writing the Review of the Literature for my dissertation.

I was amazed at finding the book. In a full year of study as a Mott Intern, I had not heard of it. It became the primary reference for my dissertation, and it has always seemed to me that it should have been required reading for all Mott

Interns—or anyone else engaged in the study of the community school. A few sentences explain why.

*Most of the problems we face locally and nationally arise from differences in thinking and understanding. It is obvious that people cannot work together until they first learn to think together and to develop common understanding and consensus about their problems. This is why education is of such commanding importance in every community—not just for children and adolescents but for adults as well. Indeed, education is the only ethically acceptable way to get people to think together and work together for the common good. The fact that so little has been accomplished in many communities toward solving their problems is not an indictment of education as such but rather an indication of our failure to use education on the scale and depth that are needed.* (iii)

*The more educated a man is, presumably the greater understanding and sympathy he will have for other people. He will have a feeling for the on-goingness of time and of his own place in it. He will strive to create that which is beautiful and eradicate that which is ugly. The development of his own being will make it possible for him to make his fullest contribution to society.*

*Human behavior that is uneducated is frequently ugly. Prejudice, intolerance, and bigotry find fertile soil in the uneducated mind. The uneducated or poorly educated person has difficulty in earning a living, in adjusting to the continuing problems of life. Such a person frequently is a burden upon the society and represents a problem that society attempts to solve through its educational system.* (1)

*The community schools, whatever the differences among them caused by varying economic and social patterns, have a common philosophy. These schools are based upon the democratic ideal of respect for each individual person and his right to participate in the affairs of the community which concern the common good. The program is planned to achieve the active participation of all in solving the problems that exist in the community. Such a program is characterized by change in response to changing needs, continuous experimentation to seek out satisfactory ways of achieving common goals, and careful evaluation of the results of its activities.* (7)

Community Schools in Action explains that the original Flint experiment focused on reducing juvenile delinquency through expanded recreation opportunities. It was later widened to include adult recreation programs, primarily to give unemployed men and women something to do during the Depression. However, as the community school programs evolved, it became clear to the Flint founders that many community problems were interrelated, and the Visiting Teacher Program was initiated to work with families. The Health-Centered Program, Industrial and Vocational Program, Adult Homemaking Program, and Mothers' Club Program soon followed. All were designed to meet the pressing economic and social needs of the Flint community.

## The Manley-Mott Partnership

Frank Manley tried without success to promote his recreation and education ideas to the Flint School Board and other civic groups for more than five years. Then, in a June 1935 speech to the Flint Rotary Club, he captured the attention of General Motors industrialist and philanthropist Charles Stewart Mott, and the community school philosophy that evolved over the next 37 years intertwined the shared vision of these two men. Both believed deeply that the "spirit of teamwork" could be used to solve community problems using available community resources. Both believed

that "schools were the core democracy" in providing educational opportunities for everyone, and that each person has a personal responsibility in pursuit of a common goal. Their operating principle was that "the community school...serves people of all types in any given neighborhood—the young and old, rich or poor, all denominations, all colors and creeds—in fact, everybody. It is not hampered by racial, religious, political or other barriers which divide people."

The Manley-Mott partnership has been described as a mutual admiration society. Neither man seemed to be able to give enough credit to the other. Mott said that without Frank Manley's vision, ideas, and leadership, the Mott Foundation would not have been recognized for its role and contribution to the development of Flint's Community School Program and national and international acceptance of the community school concept. And Frank Manley praised Mott for his vision and his commitment to building a community partnership for human growth and community betterment.

The principles that guided Mott and Manley were enumerated in Community Schools in Action:

- Community schools help people help themselves.
- Community schools focus on prevention and education rather than charity.
- Leadership development programs must provide encouragement to people who have ideas, initiative, creative ability, and the necessary "feel" or touch.
- Wise administration combines sound business judgment with sound vision.
- Start at home. After your neighbor has been cared for, give nationally and internationally based on a proven model of "helping people help themselves." (65-69)

These five principles guided the Manley-Mott partnership and the initiatives that evolved from it. They are still the foundation of community education and the community school concept because they are still relevant.

## The Memories

I originally planned to do three or four telephone interviews of people who had known Frank Manley. But after my first interview—a delightful conversation with Marie Manley—I realized that it had been far too long since I had had an opportunity, or maybe an excuse, to talk to old friends. Now, after more than eight hours of taped reflections and the stories of 20 individuals, I am more convinced than ever that Frank Manley personally exemplified the values and characteristics that make some community education programs prosper and thrive while others decline. Even today, a quarter of a century after his death, he is teaching us what it means to be a leader.

From the following excerpts from my interviews, I hope that those who did not know Frank Manley will begin to understand his profound influence on the community education movement, and that those who did know him will be reminded of what true leadership is.

First, his wife, partner, and confidante, Marie Manley:

*I think he felt it was important to keep in close contact with the men who worked with him, because he knew their lifestyles, their capabilities.*

*I always thought Frank was a pussycat—he was easy to get along with. But when I would listen to the fellows, they'd tell me that he was tough—that he expected a day's work from everybody because he gave it himself. Long hours meant nothing to him.*

Frank and Marie's daughter, Mary Manley Cunningham:

*He was very proud of his children and family in general. That was a big priority with him. He wanted to make sure that we all did well and were happy in what we were doing. He was very supportive of everything we did. He went to every game, in town or out of town. Anything at school, he was right there, Johnny-on-the-spot. I wouldn't say he was strict, but he expected a lot. You were inclined to do things because you didn't want to let him down rather than because he would do something terrible if you didn't.*

*He was a very religious man and that came off in everything he did, and what he always taught us about being good to everybody and treating everybody fair, being on the lookout for people who weren't as well off as you were, and siding with the underdog lots of times to make the stakes a bit more even.*

*He and Mom had a wonderful, wonderful marriage. They were very good to each other—both very independent—it wasn't as though one was the devoted slave of the other. You can't imagine a better marriage; they fit like hand in glove. They both had their say, but they usually agreed on everything at the end.*

*Both Mother and Dad felt like Flint was the hub of the universe. They were interested in everything that went on. My mother still is. They were interested in the city government, the county, everything about it. I remember one year we thought we might buy a foreign car. Well, my goodness, you would have thought that what we were thinking was just terrible. He was sold on Flint and believed in patronizing your local merchant and supporting everything that had to do with Flint. He was just a big, big booster.*

*I think he had the ability that not a lot of people have of, being able to fit in with whatever group he went with. He could play poker, not for much money, and hobnob at the City Club with all the moneyed people in the area. Or he could go to the grungiest, dirtiest place in town and fit right in and be sympathetic with people's problems and see what he could do to help. I think he genuinely liked everybody and they could see that he liked them and accepted him. He had a kind of missionary zeal. For instance, with the [management] people at Buick—it wasn't what he was trying to get out of them. I think he truly felt this missionary zeal to give them an opportunity to help other people. He simply thought they would want to help if they just knew what the problem was.*

The Manley's son-in-law and a former Flint Community School Director, Larry Cunningham:

*He believed wholeheartedly in the concept of community education. It was his whole life—his goal was to provide as much as he could for everybody.*

*There is no doubt you never would have heard of community education if it hadn't been for Frank Manley. That doesn't take anything away from anybody else. It is just that he was so dedicated he made it work. He got $6,000 from Mr. Mott and it grew to millions. He worked on it all the time.*

*Another thing he was strong in was continuing education for his directors. If you agreed to be a director, you promised to take classes and go on and get more degrees—in education primarily. Staff development and training were an integral part of your job.*

Anyone once affiliated with Western Michigan University had another "father" in community education. Don Weaver, now chair of the governing board of the National Center for Community Education remembers Frank Manley:

*His leadership style—that probably is the thing that sticks in my mind most vividly. Frank's leadership style was "Do something." By that, he meant to get out there in the community, in the schools, and begin activities—do something. He believed that we knew what the problems were and that by addressing them, we would come closer to resolving them.*

*Some of us—and I guess I was one of the foremost of those people—were critical sometimes that he didn't take more time to examine and study a problem first and try to match practice to theory. But Frank was out there in the community. He had little patience with sitting back and talking the problem to death. I have to say that he got results.*

*Another facet of his leadership was that he believed in the development of staff. Many people have told me about staff meetings with Frank. We were tired out, they would say. It was the end of the day, and we had dealt with a lot of problems. Then we'd have 15 minutes with Frank and come out renewed, charged up. Frank had the ability to do that with his staff.*

*One personal note. He was married to a wonderful woman. Frank and Marie were a team, and you were aware of it immediately.*

*I count it as a great privilege to have known Frank Manley.*

Joe Wargo, one of the five original Flint Community School Directors, describes Manley's motivation style:

*We worked long hours as community school directors. Every Friday morning we would have a Directors Meeting, and he would raise all kinds of hell with us—telling us, "We've got to get more people in the schools, we've got to get more programs going." He would fire us up on Friday when we were real tired, to get us to work Saturday, and get us going for the next week. He was around himself at night. He would drop in to see how many rooms we had and how many were filled with people. When he did drop in, he would chew on you a little bit, praise you a little bit, and you were ready to go ahead and work longer hours. He was a person you really wanted to go to work for.*

An early Flint Community School Director and later director of the National Center for Community Education, Duane Brown reflects on Frank Manley:

*I think his deep belief in community schools went way beyond the school itself. He thought that if democracy in this country was going to be salvaged over the long haul, people at the local, neighborhood level had to get involved in issues. I think he saw community schools as a way to bring people together in every community to look at these issues and help bring resolution to them. I think he saw that idea going out all over the United States. That is why the intern program and the centers came into being. I think he and C.S. Mott both felt that this was a way to make our democracy work. He had an underlying belief in community schools as a way of promoting democracy in this country.*

*What impressed me a lot about Frank was he had fire—a lot of spirit. He did not like to be a public speaker and he didn't consider himself a good speaker. But he was so inspired, so fiery, that when he got in front of a microphone on something he believed, he could motivate everyone in the room. I think that is what he did for the young community school directors. We met with him at least once a week as a group, and he would really get us fired up. He*

*wouldn't tell us what to do. He trusted us. He gave us a lot of keys and told us to go out to our buildings and do something. He trusted that we would do good things — things that were important to the community.*

*He seemed to have a knack for picking good young leaders — people who had a lot of initiative and a lot of energy. The community school directors that he put together were an outstanding group and still are. His spirit still runs through the group when any of them get together. That common bond will always be there.*

*Another story. Frank always wanted to get everything done at once. C.S. Mott said to him one day, "Frank, you've got to remember that Rome wasn't built in a day." And Frank said, "Yeah, but I wasn't the foreman."*

Dan Cady, another early director, now executive director of the National Center for Community Education:

*I was a 23-year-old when I first knew him. I can remember him standing up in front of a group with a new idea — this was when he was at the Mott Foundation. He would take off his glasses and polish them as he talked. At age 66, or whatever he was, it was like he was 22. He always had dreams beyond anything anyone else could think of.*

*A very venerable educator, a principal who had been around for a long time, once asked me, "Do you have any idea how much power Frank Manley had in this town at one time?" I said, "No." He said, "Let me try this on you. If a high school was recruiting a volunteer assistant golf coach, if Frank didn't say it was all right, it wasn't going to happen. I never heard anyone talk about him being vindictive or anything like that. But he was just a guy who could do that kind of stuff."*

In the 1991 Manley Lecture, Doug Procunier, former dean of Mott Community College and former director of Training and Dissemination of the Mott Foundation, provided his insights:

*If I had to identify one reason why Frank was successful, I would have to cite leadership — both his own and the leadership he developed. He felt that leadership was key to any human experience. He was correct, in my opinion.*

*Frank had a way of recruiting people and firing them up to do the impossible. I came across a letter from him prepared about the time Lou Tasse left Flint to start a program in Miami. It could become the inspiration and training program for community school directors. It's a long letter, and I will share just the first and last parts.*

***For years I have tried in one way or another to help the community school director understand how important it is that he know his community. I talked about maps, personal contact, knowing the problems, and thinking of folks in your particular school area. The time has come for less talk and more action....I am not interested in all the reasons why we can't do this. From my 25 years of experience and insight gained the hard way — the way Lou Tasse is learning it right now — I know that there is just one way to really get your communities involved. You've got to do the job. I am going to tell you how....In this vital area of human relations — human creativity — there is no substitute for personal contact. If there is only one thing you should learn in all your hours spent in the graduate training programs, this fact should be enough. All human relations, public relations, publicity of all types that deal with people is based on this one fact. A newspaper reporter who alienates his source during an interview kills his chances of getting a good story. Personality and all that makes up a person's character are manifest in personal contact. Failures of all administrative bigwigs, superintendents and all the rest, if you remember what Melby said in one of your texts, can usually and most often be traced to the failure in human relations based on personal contact. This is a hundred times more vital in your job. You are to involve the people. Whether an industrial leader, a union leader, an electrician, a nurse, a housewife, a scientist,***

*whatever the interest or vocation, you are to involve them in their community, their school, their neighborhood, and their city. You can do this only by personally contacting the people in your area, getting to know the folks who contribute to the good of education, the community, and the center we see as the one place where living and learning can and must converge, the community school.*

*Frank was a charismatic leader who believed in what he was going to do—that's key. He was honest, hard-nosed, humanistic, fair, hard-working, stubborn, intelligent, deeply religious, and relentless. He possessed outstanding human relations skills, great speaking skills, and had Marie Manley as a consultant. It didn't hurt that he had the confidence and resources of C.S. Mott.*

*Frank would remind us that it doesn't matter who gets the credit as long as the job gets done. He would also remind us that if you need a leadership badge, you aren't a leader.*

Lou Tasse was the first Community School Director to leave Flint to start a new program outside of Michigan. Lou became director of Miami, Florida, Community Schools in 1962. He recalled what it was like to work for Frank Manley:

*He was the glue that held everything together, especially the people that he worked with and had influence on. C.S. Mott told me that his money wouldn't have mattered if he hadn't had a guy like Frank Manley—it would have been used up and would have done some good, but the core was Frank's vision. His ideas were the kind of ideas that keep on living, and his notions about schools and how to help people are still there.*

*Probably more than anyone else in my lifetime, Frank had an impact on me personally. He was responsible for my getting to Florida. I was the first to leave Flint to start a program in another place. When I was offered the job, I said I would give it my best shot on one condition: if Frank Manley said it was okay. I asked him about it, and he said I was "the first olive out of the bottle," and he wanted me to go. He also said that if things didn't work out I could come back and he would guarantee that I would always have a job here, or a better one. When I took the job in Miami, I got a letter from the Flint personnel director advising me that I was going to be carried on leave of absence at the direction of Frank. And sometime in the '80s, and Frank was dead, the personnel director wrote me that they were still carrying me on leave of absence in Flint and wondered if they should take me off that status. That was some kind of support.*

*Frank placed great trust in people. When he hired somebody and gave them the keys, it was pretty much the old story—you got hired, you're the community school director, you're at so-and-so school, here are your keys. Okay, what do I do now? Well, that is what you have to figure out, he'd say. That is why I hired you. You just come to classes and get to know all the other guys and you'll get a lot of good ideas from them. So you went around, talked to others and figured it out. If you didn't, you heard from Frank. Even when you thought you were doing a good job, he'd say that's okay, but do you have this or that going? If the answer was no, he'd ask what you were waiting for.*

Everette Nance, the first person out of the Mott Intern Program selected for an international assignment, started community education in Bermuda. Now dean of the Evening College, University of Missouri, St. Louis, Everette reflected on Frank Manley's understanding of community:

*First of all, I think Frank was a man of great integrity. He had an ethical framework from which he operated that didn't allow him to interact dishonestly with anyone. He was one of the most straightforward people I have ever known. He would speak his mind right out and really didn't care where it bounced.*

*There was also his basic knowledge and understanding of community—everything interacts together. An unspoken principle within community education is that systems in a community function or are dysfunctional to the extent that they either connect or disconnect. I think Frank understood the concept of living systems and static systems and how they interacted together. He was always talking about interagency linkages and opening up the system, and encouraging cooperation and collaboration. These are some of the building blocks of community education that allow us to do many of the things we are doing right now. I think he had a lot of vision in his time about what could be—a vision that has taken maybe 25 to 30 years to put into operation.*

*He was always interested in making sure that other people throughout the nation and the world understood these principles. He supported internationalizing community education and making sure that these ideas were institutionalized in our educational and other systems within our democracy.*

In the 1992 Manley Lecture, Pat Edwards, former Mott Foundation program officer and now associate executive director of the National Center for Community Education, quoted one of Frank's 1957 speeches reflecting on his vision for a national model for community education:

***We figured that if you wanted to do something for children, you must work on the adults and try to develop a better life, a better home life. We helped people get jobs, we tried to put them in contact with the right agency. We created a child guidance center. We set up a social service bureau and worked with auxiliary aids like the recreation program. We tried to help any agency who had worked with us do the job. We were pretty dumb back then when we thought there was a cure-all for delinquency, like a curfew or more recreation. But we found out that everything is so interrelated, physical health, mental health, emotional health, education, the curriculum, the teaching, the family, the everyday living, and so on, so that you can't pull them apart and say that any one segment is going to take care of these social ills. So I thought the best chance we might have is if we brought all of these forces together....***

***We feel we can do the same thing by spreading out little bit by little bit all over the State of Michigan, and, since the same problems exist all over the United States, we can spread throughout the United States. This isn't just another education program. It is the program and everywhere, with modifications, it must be developed in every hamlet in the United States.***

Pat expressed the thoughts of many of us when she said:

*It might have been a chance meeting between Mr. Mott and Mr. Manley, but the community school vision was clearly Frank Manley's, and the provider was clearly Mr. Mott. What a legacy Frank Manley left us, not only a historic one—but one in which every word and every thought is as timely today as it was in 1935 or 1957.*

One of the first Mott Program Officers, Bob Kelly, recalled Frank Manley:

*Frank was ahead of all of us in planning and politics. Not that he particularly liked it, but he knew it had to be done.*

*I remember one time, Frank got a call from Governor [George] Romney. They were trying to get a branch of the University of Michigan in Flint. The first thing Frank said to Romney was, "How is my favorite governor?" And then went on to pretty serious talk. Frank told Romney we could very much use a branch of the University of Michigan in Flint, and why it made sense. Romney didn't get in the way and maybe even helped.*

Bill Kerensky, Jack Minzey, and Larry Horyna were all early directors of the regional network of University-Based Community Education Centers. To Bill Kerensky, now professor of educational leadership and former C.S. Mott

Professor at Florida Atlantic University, Frank Manley was very "hands-on":

*Frank seldom told anybody what to do. Long before there were terms like "staff development" and "in service training," Frank would bring together the Flint Community School Directors weekly and have them tell each other what they were doing. And then, in a sense, Frank would foster a degree of competition: My community board is going to be better than your community board—that sort of thing. So instead of giving directives, Frank would be the coach. The ideas that are now popular, Frank was practicing back then: he was a coach, not an administrator. He was a terrific motivator, and he cared about people.*

*Ernest Melby used to say that Frank was an expert at basking in reflected glory. He built people. He built character. One of his geniuses was that he was very unselfish. He shared the credit, shared the glory.*

*He was a gentle man who led by example. Visitors to Flint appreciated the hospitality from the moment they arrived. Frank Manley set that style. When you went to Flint, it was almost like going to Frank's house.*

Jack Minzey, now professor emeritus and former dean of the College of Education, Eastern Michigan University, reminisced:

*The thing I remember about Frank is that he probably had more charisma than almost anybody I have ever met. He was a charming man. His leadership style reminded me of the old statement "the iron fist in the velvet glove." You were never around Frank but that you knew he was in charge. But he always had compassion, and a way of getting you energized and making you feel good. Once I met him, it seemed like I always wanted to please him—I suppose he was a kind of quasi-father figure.*

*It is still amazing to me how Frank conceptualized things. He was a guy who saw things in a very pragmatic way and was able to cut through the chaff to get at whatever the problem was. He was a nuts and bolts kind of guy. Frank gave me, and I suppose a lot of us, a conceptual idea to hang our hat on that has really stood the test of time.*

Larry Horyna, now a coordinator for the Utah State Office of Education, reflected on the substance of Frank Manley's pep talks:

*I remember the last time I saw him. It was at a time when the Mott Foundation was getting all of us involved in the development of long-range plans and reporting procedures and other things related to the Centers. Frank talked to us after that, gave us a little pep talk. He reminded us that we were in the people business and not to get too wrapped up in all the bureaucracy of being in universities or even in dealing with the Mott Foundation—to keep our focus. He told us we were really about helping people and that's what it was all about. I remember that conversation very vividly. I have often thought that maybe he knew that he wasn't going to see a lot of us again.*

*He was an inspiring guy. I am glad I was never on his bad side. He was one of those people you were just kind of in awe of and knew that you wanted to be playing on his team.*

Frank Manley's "community connections" were legendary. Marge Pearlson, now a member of the Dade Coalition for Community Education in Miami, Florida, explains:

*He was the man who, in my opinion, took the hinges off the schoolhouse doors. Those doors were wide open, and you were welcome. You didn't feel like an outsider. I never felt that*

*because I hadn't gone to college—wasn't a professional—I wasn't a very important part of this whole process, a partner. The term is community education and I was community. That is what Frank did for me.*

*One day I was invited to a cocktail party at Mr. Mott's house, along with all of these really good friends of the Motts who were automotive people. I was talking to a lady next to me who said she didn't know much about community education. I said, "That's terrible. Frank, come over here. These people [in Flint] need to know all about what you do." Later he said, "Marge, what would you like me to get for you?" and I said, "Roller skates." So he left the cocktail party, went to one of the schools, got a pair of skates, and brought them back to me. I still have them. That was the kind of thing he did.*

*What Frank's genius was that he knew when he met somebody what role they could play in community education. He made every effort to connect you. He was an "extension cord," a matchmaker. He knew that community education couldn't survive without community.*

Bill White, now president and chief executive officer of the Mott Foundation, came into the Foundation toward the end of Frank Manley's career. In Bill's words:

*I think underneath all that leadership and motivation was a real task master— someone who expected people to get out and get something done.*

*When I think about a word that describes Manley and Mott, it was passion. I don't think either one of them would tolerate people who didn't have passion. If they had someone who was filling a job without some passion, I think they would get fed up with them pretty fast. They would expect competency; they would expect work beyond the norm. They were sticklers for detail and getting the job done and delivering the goods on behalf of people and a passion to do it. And maybe that is developing a sense of leadership. They would build people up and make them feel they were the greatest. And then they would whip their behinds.*

## The Legacy

Frank Manley left us with a challenge. We must find better ways to develop the potential of kids, their families, and all members of the community. There is an inescapable connection between what happens in schools and what happens in homes and on the streets. It is our responsibility to try to discover ways to make that connection a positive one. We can't do it alone, of course. But it is part of our job to find and use community resources to assist in this effort. We must find new and better ways to empower the community so that people can help themselves. Frank also charged us to continue "vision building." Many of today's new leaders—governors, chief state school officers, superintendents, principals, teachers, community policy makers—rename and repackage what many of us have long held as the founding principles of community education. In the name game, community schools have been re-christened: Community Learning Centers, Neighborhood Centers, Full-Service Schools, 21st Century Learning Centers. More narrowly focused, our community school programs are called Partnership Programs, Volunteer Programs, Adult/Vocational Programs, School-to-Work Programs, Service Learning Programs, Community Service Programs, Community Development Initiatives, and so on. Many of the new leaders don't know the breadth of the community education concept, offering instead a narrowed vision that brings to mind the Aesop fable about blind men describing an elephant.

We have a lot of work to do in the area of vision-building if today's educational reform, community involvement, and community development initiatives are to be successful. I want to challenge you, as I think Frank Manley would have done, to become a vocal advocate for the comprehensive nature of the community education concept, to become a leader who:

- Is motivated by the desire to serve others rather than by self-interest.
- Has a spiritual-ethical orientation focusing on issues of character, ethical behavior, and life's meaning.
- Knows the importance of empowering others.
- Practices shared leadership in a way that incorporates collaborative teams in cooperative decision making.
- Strives to create a learning organization with an environment in which all can learn and grow together.

Speaking of her years with Frank, Marie Manley said:

*That was a time when it was easy to be community- and family-oriented. Everybody did things together; we had to help people help themselves.... It is the family feeling that made the difference.*

We can't turn back the clock, but we do have Frank Manley's vision of a future rich with challenges and opportunities. In the spirit of his oft-spoken directive, "Let's get on with it."

# FRANK MANLEY AND CHARLES STEWART MOTT: AN EXTRAORDINARY PARTNERSHIP

**Larry E. Decker**

The evolution of the community school in Flint would not have been possible without the philanthropy of Charles Stewart Mott. It was not just Mott's generosity but his personal philosophy that made him responsive to Manley's goal of making the community a better place in which to live. Mott wrote, in the introduction to a biography being written about him in 1963:

*It seems to me that every person, always, is in a kind of informal partnership with his community. His own success is dependent to a large degree on that community, and the community, after all, is the sum total of the individuals who make it up.... For me, this sense of partnership has become a growing reality over the years. In the simplest terms: Flint has given me much that is good; I try, in return, to make available to the people of Flint much that is good, placing human values first.* (C. H. Young and W. A. Quinn, Foundation for Living: The Story of Charles Stewart Mott and Flint, vi, vii.)

Mott was born June 2, 1875, in Newark, New Jersey. He graduated from the Stevens Institute of Technology in Hoboken in 1897 with a degree in mechanical engineering and joined the family beverage and manufacturing business. After the death of his father, he moved to Utica, New York, as superintendent of the Weston-Mott Company, a wire-wheel manufacturing plant his father and uncle had bought in 1896. By expanding from wheels to axles, Mott took the ailing company from loss to profit.

In 1905, W.C. Durant, head of the Buick Motor Company, invited Mott to move Weston-Mott to Flint, Michigan, to produce axles for Buick. Mott accepted—beginning a nearly 70-year partnership with the city of Flint, including three terms as its mayor. Mott-Weston became one of the first suppliers of parts to the fledgling automobile industry and evolved into the largest axle manufacturer in the world. Over several years, Mott exchanged his Weston-Mott stock for General Motors stock and in 1913 became a director of General Motors, a position he held until his death.

In 1926, he established the Charles Stewart Mott Foundation "for the purpose of supporting religious, educational, health, and recreational activities for public benefit."

Frank Manley's activism appealed greatly to Charles Stewart Mott, whose family crest bears the appropriate motto, "Let us be known by our deeds."

# THE ORIGIN AND EVOLUTION OF THE COMMUNITY SCHOOL IN FLINT: THE FRANK MANLEY INFLUENCE

**Douglas Procunier**
**NCEA Conference Manley Lecture**
**December 1991 — St. Louis, Missouri**

From the early 1930s, Frank Manley attempted to convince Flint, Michigan, Public Schools that schools should be available for more than K-12 instruction. The school board rejected this idea, so he started programs anyway, without the schools. He got people with vacant lots and backyards to donate their space for recreation programs.

He kept on trying and was thinking about finding another city to live in until he gave a speech on June 21, 1935, to the Rotary Club in Flint and got the attention of C.S. Mott, a Flint industrialist and philanthropist whom he had never met. As a result of the now-famous speech, he had a series of tennis matches with Mott at Applewood, the Mott estate, to get better acquainted. Frank told me that he was getting tired of playing tennis because he was afraid that all he was going to get out of that exercise was exercise. But finally, after one of the matches, Mott invited him into the house to discuss his idea in detail. They reached a point where Mott asked him how much he thought it would cost to try out his idea in a few schools. Frank admitted to me later that he had done a lot of talking but had never given any thought to cost because he really believed in his heart that no one would ever ask him that question.

So he found a scrap of paper and started scribbling as if he knew what he was talking about. While he was doing that Mott got up and walked the full length of the long dining room table to turn off a very small light bulb. Frank said he almost walked out because he thought that anyone who would go to that much trouble to turn off such a small bulb was not going to spend very much money on any idea Frank had. But he shared his scrap of paper with Mott and said that for about $6,000 they could experiment in three to five schools both in the summer and after school for a year. Mott said it was worth a try. And thus began one of the greatest public-private partnerships I have ever heard of.

Mott invited school board representatives to Applewood to hear Frank's idea. They had heard it before, but this time they thought it was a great idea and graciously accepted Mott's offer of $6,000 to support after-school and summer recreational activities.

## The Flint Plan of Recreation

I once asked Frank Manley when he had first conceived of the idea of expanded use of schools for community needs. He said that he had first heard it from two professors at Michigan State Normal College, Drs. Wilbur P. Bowen and Charles M. Elliott. He said that it was the influence of these two professors that inspired him to attempt to open schools for non-traditional uses. He added that it would be a lot more classy if he could say Elsie Clapp or John Dewey, but that he hadn't heard about them until later. Regardless of where Frank got the idea, we know that much of community education as it exists today can trace its roots to his uncommon

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strength and dedication. John Dewey, Elsie Clapp, Maurice Seay, and others made philosophical and programmatic attempts similar to Manley's but without the lasting success that Frank was to experience.

This first program expanding the use of schools was called the Flint Plan of Recreation. It evolved into what eventually was called the Mott Program, and then into the Community School as it is known today.

The first program was identified with recreation. It was begun when the Depression was hurting just about everybody in Flint. The program provided recreation—something to do for those who had nothing to do. One of the slogans that Frank used at that time was "Out of school, out of work, out of luck." Recreational activities were going to help fill the gaps.

World War II took the program to its next step. Before the war, working in the automobile industry was mostly part time. Men worked or didn't depending on how well cars were selling or whether there were model changes. The war changed that. There was a great need to convert the assembly line workers into skilled tradesmen who could produce war machinery. This need took the Flint Plan of Recreation to the next step on its way to becoming the Mott Program. A whole array of classes was added. People took them for various reasons.

Years later, I met an elderly welder at the Skill Center where I was taking a class. Frank had recruited him to teach welding. Frank had done to him what he did to a lot of others—he got that guy to teach welding and had the man convinced that it was his own idea, and that Frank had made it happen. Most of us old-timers who got into this business were similarly convinced. We thanked Frank for allowing us to do everything we did, when basically it was what he wanted us to do all the time. That is a real leadership style that I haven't seen replicated.

The concept of the Mott Program evolved gradually as a long-lasting creative partnership between Mott and Manley. That partnership went on until they died. Each was the other's greatest public relations person. Everything C.S. did, he would credit Frank for, and vice versa. It was a partnership in which Frank had the ideas and the leadership necessary to make things happen, and C.S. had the resources.

Frank's initial concept was that schools were properties and facilities commonly underutilized, owned by the entire community, and managed by the best educated. The idea was simple. Open up what the community already owned and use the smart people to start serving the community a little better. The concept kept growing and broadening until the entire community, not just the school, became involved in health, educational, and recreational activities. Adults from all walks of life had to be involved in the planning. Right from the beginning, the programs had advisory councils—although at first they weren't called that.

Among the things Frank was famous for was rarely having lunch alone. He would take principals out to lunch and ask questions like "What would you do if you had the resources?" or "What's our biggest problem?" He would come back from lunch and put those ideas together. Frank didn't like to lose. He would not take an idea or plan to C.S. until he was convinced that he could sell it. He never wanted to go to C.S. for support and not get it.

His early experiences in community education encouraged Frank to come up with his "Four I's" theory. He believed that if he could get people *in*, they probably

would get *interested*, couldn't help but become *informed*, and that would lead toward community *involvement*—towards improving the quality of life for the community. He felt that these four I's would combat four negative I's: ignorance, indifference, inertia, and intolerance.

## The Mott Program

What would now be called community education programs were known in Flint from 1935 until 1960 as the Mott Program. In 1935 the citywide program advisory group was formed. The Mott Health Achievement Program instituted in 1937 led to the Mott Children's Health Clinic and the Health Guarded Child. The Youth Council was founded in 1941 to create training programs for youth. In 1943 study groups were established to figure out how agencies could work together.

By 1945 the Mott-Manley team had greatly expanded the Mott Program; the annual budget was $200,000. The primary objective was to experiment with programs that would serve as a model for other communities. Flint's first planned community school was opened in 1951—Freeman Elementary. It was the first designed community school, in contrast to the schools that had had alterations and additions to the original building. Freeman was designed with a large gym, auditorium, community room, and other features that best fit the expanded use of the school.

A safe driving program developed in 1951 later became the Driver's Education Program. In the mid-1950s, work experience programs were developed for junior high school students. In 1957 the Flint Olympian and Canusa Games were started; Frank thought that the summer programs should end with some kind of flourish. Another program that was very popular for awhile was called the Personalized Curriculum Program; it personalized the curriculum for high-risk students. The BTU program—Better Tomorrow for the Urban Child—was a direct forerunner of many federally funded programs. It put additional teachers, counselors, material, and equipment, plus preschool programs and parent involvement programs in 13 elementary schools to try to better serve the urban child.

Frank supported programs that would keep kids in school. Visitors sometimes criticized him for hiring teachers right out of college. In answer, he would say that he had to do that because he had to hire teachers to help at-risk students achieve before they began to think that it couldn't be done.

## Training Initiatives

It was during the 1950s that people around the country and the world became interested in what was happening in Flint. A dissemination strategy was designed to enable and encourage the replication of the Flint model of the community school. The idea was to let visitors view the Flint program first hand. The Flint Community Schools, through the Mott Program, opened a Visitation Office to coordinate activities. At first most visitors were underwritten by the Mott Program, but it was soon discovered that some visitors came just for the free experience. Very quickly, the program was revised so that the Mott Program provided the formal program, all meals while in Flint, and all local transportation. The visitors paid for everything else. That established the principle that everybody had something invested.
The Visitation Program attracted thousands of visitors annually. They attended

annual national community school workshops, special interest workshops, and workshops created for large groups from specific communities. However, many visitors found that when they went back and tried to replicate the Flint model exactly, it didn't work. They needed leadership, and they came back to Flint to hire Flint people.

The first formal training for community school directors was done by Eastern Michigan University, bringing a tailor-made Master's degree in leadership to Flint. This program was followed by a specialist degree offered by Michigan State University. Informally, a great deal of training took place at the Friday morning Directors Meeting, where Frank Manley provided inspiration, direction, and coordination. Another popular informal training ground was a weekly gathering typically held after Teen Club on Monday nights. It was the only night all directors got off work at about the same time. They met at the Civic Park Lounge, a great place to exchange ideas and plan program coordination. This weekly meeting was called the CPL seminar.

Other Michigan universities became aware of what was going on and wanted to become involved. In the late '50s and early '60s, seven public universities—Michigan State, University of Michigan, Eastern Michigan, Western Michigan, Northern Michigan, Central Michigan, and Wayne State—joined together to offer a leadership program called the Mott Colloquium Series. Each month people would come to Flint to hear a nationally known speaker on Friday night, after dinner. Then they would break into sessions, talk until 10-11 o'clock at night, come back the next morning, and meet until about noon. Mott and Manley were usually there. This Mott Colloquium Series was the forerunner of the Mott Inter-University Clinical Preparation Program for Educational Leaders.

Community education training began in 1963-64 with an intern program for 10 students. The Mott Inter-University Clinical Preparation Program for Educational Leaders, known as the Mott Intern Program, provided the nucleus of leadership for community education as we know it today.

In January 1966, Bob Kelly and I were placed on loan from the Flint Public Schools to the Mott Foundation to develop a plan for disseminating community schools nationally. Under Frank's leadership, the Foundation gave a few grants directly to communities other than Flint to assist in developing community school programs. The direct grant approach didn't last very long, because it proved to be too expensive and caused too great a drain on Flint's human resources. Moreover, the Foundation was not set up in those days as the kind of philanthropic organization it has become today.

To address the dissemination problem, the Community School Director Training and Dissemination Centers were established at colleges and universities. The rationale for encouraging colleges and universities to become training centers was their potential to train the leadership needed for expansion. The primary functions of these centers were to: actively advocate community school development; distribute seed money to start community schools; and provide training opportunities to meet local needs, generally in the form of workshops, seminars, formal classes and, later, internships. The Flint community school concept was becoming community education philosophy, and by the late '60s the network was expanded to include organizations other than colleges and universities.

## The Long-Range Plan for Community Education

The first written long-range plan for community education development was finished in 1972 and activated in 1973-74. The five-year plan resulted from the concerted effort of all the Center directors and the Mott Foundation staff. It emphasized college and university participation in the belief that colleges and universities would continue to produce the people who would be in charge of American education. The hope was to implant the community education concept to ensure that present and future leaders were trained for—or at least exposed to—community education.

The long-range plan aimed to integrate all of the training and dissemination efforts supported by the Mott Foundation into a coordinated delivery system. The primary goal was to invest available Mott Foundation resources in selected colleges and universities and other agencies committed to promoting the national goal: "[T]o see that every school in the United States has the opportunity to become a community school in accordance with the established definition and criteria of community education." The plan's definitions of "community education" and "community school" were taken from Jack Minzey and Clarence Olsen's book, The Role of School and Community.

The long-range plan called for three primary functions of the Regional Centers: dissemination, implementation, and training. Dissemination was conducted through workshops, conferences, presentations to school boards and other public groups, and the distribution of promotional and explanatory material.

Implementation included help in getting started, administering seed money to school systems or county boards of education, for example. The criteria for receiving seed money were official school board action adopting the community school philosophy; board commitment to operate community education programs with a trained community educator; board commitment to establishing community advisory councils; and board commitment to financial support of the programs. In addition to distributing seed money, the Center directors typically provided consultant services to school systems; assistance to school districts and community groups in seeking local, state, and federal funds; assistance to school districts and community groups in the recruitment and selection of community school directors; assistance in the evaluation of community school programs; assistance in establishing community councils; and assistance with community surveys.

The training function included internships, fellowships, and other training activities directly related to leadership development. The training emphasized that communities adopting community school programs should not attempt to replicate the Flint model without first determining the structure and program strategies that would meet the needs of the adopting community.

To my knowledge, no one attempted to replicate the "one school, one director" model that existed in Flint. This point was emphasized by Mott in a 1963 speech:

*Through experimental and pilot programs, it has been possible to find out what works well. We recognize that each community is individual, with its own needs, problems and resources. We do not expect that a carbon copy of our program will serve all cities equally well. However, we do feel that principles, techniques, and accomplishments to be observed here will be of primary importance to any city concerned with improving the quality of education, health, and recreation for its people.*

Another major part of the long-range plan was the creation and maintenance of the National Center for Community Education, which adopted a leadership role in training and established an information retrieval and dissemination system.

In 1966 Frank Manley suggested that new community school directors—primarily in Michigan at that time—would benefit from association with others with similar responsibilities, dreams, and problems. As a result of his suggestion, several of us met in Marquette, Michigan, and developed articles of incorporation and bylaws for the National Community School Education Association (NCSEA). We used National Education Association and National Association of School Administrators materials as a guide. It took one day, and I provided the $15 State of Michigan filing fee. NCSEA—the word "School" was later dropped and the organization became NCEA—was in business.

## Frank Manley's Leadership

If I were to identify one reason for Frank's success, it would be leadership—both his own and the leadership he developed in others. He had a way of recruiting people and firing them up to do the impossible. I came across a letter from Frank written about the time Lou Tasse left Flint to start a program in Miami. It offers a challenge to all community school directors, even after all these years.

*How could we get an all-inclusive program to upgrade the people in a community from birth to death? A program whereby people of all ages, backgrounds, economic levels understand their community, how it functions economically, and how it operates governmentally and socially, so that all persons can live happy, fruitful lives in times of rapid change? This is essentially the basic and real substance of your work.*

Frank would remind us that it doesn't matter who gets credit as long as a job gets done. Giving everyone ownership worked superbly for him.

He and C.S. Mott agreed that you are a fool to do something yourself if you have someone in your community you could ask to do it at least as well. That's because you could be giving another person the opportunity to be a leader, to help develop something you both want, and, when you are done, to co-own it, and you don't have to keep selling the idea.

Doug Mintline, a retired newspaper reporter, said that it never bothered Manley that someone didn't agree with him. He would wage a genuine battle for an idea or a cause, no matter how small, if he thought it would help the community.

## Community Education After Frank Manley

C.S. Mott died in 1973—one year after Frank. With both gone, community education was to experience its first survival test. It passed with flying colors. The community education network continued to receive support from the Mott Foundation and from education and political leaders nationally.

Community education continued to flourish through the '70s and '80s. State and federal legislation provided millions of additional dollars for its support. State and international community education associations and activities were begun. The Mott Foundation launched a major grant program that aimed at significantly increasing the number of community education programs and improving the

quality of both community life and schools. A Community Education Research Task Force was created. The Foundation's annual Community Educators Renewal Institute was implemented. The National Community Education Advisory Board was established. The National Center for Community Education had solidified its leadership role. The Flint model was drastically changed—the one-school, one-director model was gone.

Frank was a realist as well as an idealist. I was asked once what I thought he would say to the changes that have taken place in community education in Flint. I don't know, but I can guess. He visited the Houston schools to look at their magnet program when Flint was considering that option. When he came back, he said that if Flint adopted a magnet program, it would probably have to reorganize community education and community schools because they would no longer be able to operate in the same way. He said that almost 20 years before Flint did just that: reorganized in response to societal changes.

The real challenge for community educators both now and in the future is to provide the leadership necessary to create for everyone in the community the opportunity to be informed, involved, and empowered to create a free and just society. Frank Manley modeled that kind of leadership.

# FRANK MANLEY AND THE COMMUNITY SCHOOL VISION

**Pat Edwards**
**NCEA Convention Manley Lecture**
**December 1992 — Detroit, Michigan**

In the Frank Manley file at the Mott Foundation, there's a transcript of a speech he gave to the first Mott intern class at the National Center for Community Education in Flint on November 21, 1957. He told his audience about his background in Herkimer, New York, where he dropped out of school in the 9th grade—until the guys in the poolroom convinced him he should go back to school so he could play sports. He eventually went to Eastern Michigan University and arrived in Flint, Michigan, in 1927 as a physical education teacher. He came to Flint, he says, with two clear notions: everyone must be treated as an individual, and all the resources of a community should be put to constructive use. Frank told the interns:

*I wound up at Martin School one day and the principal said, "We're having all kinds of trouble with these kids—they don't come to class, and if they do, they fall asleep." I said, why don't we form a sportsmen's club? I'll come out noon hours and after school. And there were about 15 or 16 youngsters in that group, which quickly grew to 30. I would put on a basketball suit and go out there and those kids would maul the daylights out of me, playing basketball and running up and down the court. Then after we would sit and have a business meeting. I would ask about the reports from their teachers. I wanted to know what they were doing in class, and each youngster began to get better day by day, week by week—every single one of them. Now mind you, I didn't know any child psychology. I wasn't a social worker. All I knew was that if you paid some attention, they would straighten out—and by golly, they did.*

Frank started a father-and-son night, insisting that kids bring their fathers. He learned that was a mistake, he said, because some kids were embarrassed about their drug-using fathers or about a father who was in prison. Frank tells of working with several court cases, and of having 90 fellows placed on probation with him. He describes teaming up with a Detroit "big shot"—head of personnel at Chevrolet—to give more than 1,400 talks on Flint's safety and delinquency program, which trained 200 boys and girls in senior high schools to act as playgroup leaders in the summertime—without paying them a cent. And we talk about school-business partnerships as if they were some new phenomenon!

It is interesting to me that Frank Manley was doing all these things long before he met or knew C.S. Mott. As Frank says, they were tilling the soil, getting ready to plant the seed— only they didn't know that's what they were doing. He and the personnel manager were telling people that it costs $67.50 to keep a kid in school for a year and $600 to keep him in jail. We use the same argument today, although the figures have greatly changed!

In 1935, after eight years of working with juveniles in Flint, Frank was invited to speak to the Rotary Club and met Mott for the first time. He recalled:

*I met Mr. Mott and Mr. Ballenger and Mr. Bishop and all the rest of the hoi-polloi that didn't mean a solitary thing to me, but that would figure prominently in the rest of my life. I told them the story of the gang of kids swimming in the Flint River and of the kid that dove off*

*Pat Edwards is the associate executive director of the National Center for Community Education in Flint, Michigan, and former program officer of the Charles Stewart Mott Foundation.*

*an old stump of a tree and broke his neck and drowned. I didn't use a textbook or national statistics. I told them what was happening in their own town and that, as Rotarians, they just sit there and stew in their own juice and didn't pay any attention to it. I asked them if they knew what the city had done about that kid drowning in the river and, of course, none of them could tell me—so I told them. They went out and chopped down that old stump of a tree that the kid jumped off of—of course, the river is lined with those old stumps.*

After the meeting, Mott asked Manley to come see his backyard playground and, after he did visit, to come back and play tennis. On his way home from the Mott's home, Frank stopped at the Elks Club and told several guys that he was going to play tennis with Mr. Mott and maybe get some money for their programs. The Elks told Manley that Mr. Mott was the tightest, meanest guy in town and wasn't about to part with a dime. But Frank thought he had nothing to lose and proceeded to play tennis with Mott three or four times that summer; Mott didn't mention Frank's talk at the Rotary Club.

Frank had just about decided that all he was going to get out of that summer was exercise, and mentioned to Mott that he was going to go back to Herkimer for a vacation, when Mott falteringly said, "I have been meaning to ask you, what do you think about a Boy's Club here in Flint?" and from that point the storytellers get it right. Manley pointed out that schools could be used as Boy's Clubs, and Mott provided $6,000 to try to reduce delinquency in Flint by opening the schools to the community. When the doors did open, people came in droves. Many teachers and other residents put in endless volunteer hours. After five or six months, the $6,000 was gone. Mott had spent most of those months in Bermuda; when he returned, he called Frank and indicated that he wanted him to account for every penny. He asked him to come to his house. About that evening, Frank said:

*I'll always remember it as the most important night of my life, more important than any tennis match. I never talked so hard. We were in his very spacious living room, where any one of the art treasures on the wall would have kept us in business for years. He sat there the entire evening listening while I went over every detail. He never said a word for 45 minutes. Then he got up and walked to the other end of the living room and turned out a little stinking 15-watt bulb. And I thought to myself, "Brother, if that's the way he is, and that's how he got his money, there is no sense in me asking for more, but I'm going to tell that guy just what I think of him—tightwad!" Mr. Mott came back and sat down and said, "Well, it sounds awful good. If you need more money, speak up!" Well, my poor brain doesn't think that fast, so I said, "I'll see you tomorrow and we'll talk about it." And I went out and got in my five-year-old Chevrolet jalopy that night, higher than a kite, and drove up in front of my house on Welch Boulevard. My wife and kids were all asleep and every light in the house was on, and I thought, "Boy, there is the difference between the Motts and the Manleys—the haves and the have nots!"*

Frank asked Mott for $10,000 to hire visiting teachers to go into the homes of so-called delinquents to find out what their homes were like. They learned that you can't just give a kid a ball and bat and expect him to do well in school if he has congenital syphilis, or if his mother is entertaining men and he is under orders to stay out of the house until 3:00 a.m., or if his parents are drunk. The schools started what eventually became the strongest adult education program in the country. They brought parents together in groups to talk over their problems and develop a sense of belonging. To quote Frank, "That's the strongest educational program you can have in a democracy."

*We found out that everything is so interrelated, physical health, mental health, emotional health, education, the curriculum, the teaching, the family, the everyday living, and so on, so that you can't pull them apart and say that any one segment is going to take care of these social ills. So I thought the best chance we might have is if we brought all these forces together.... As soon as you get one community started and they begin to believe in each other and have a better understanding, then you can spread that out in a little wider circle....*

The community school vision was clearly Frank Manley's, and the provider was clearly C.S. Mott.

I think Frank Manley would be pleased about the thousands of community schools where community educators are now working, giving people access to public education systems. He would be amazed by the diversity of the problems and issues we address every day.

It is impossible to estimate the precise number who have received community education training over the years. Many hundreds of people are now employed as professional community educators as a result of that training.

Frank Manley would undoubtedly be astounded at the billions of dollars being invested at the local level specifically for community school development. He would be awed by the infrastructure—the state, regional, national, and international community education associations and the network of agencies—in place across the world.

He would be proud, too, of Flint and its efforts to revitalize community education—attempting to recreate, despite terrible economic dislocation, the vibrant community we all knew.

I asked several community educators who knew Frank well what they thought Frank might say to us today. They replied that he would give us one of his fired-up, all-hell-has-broken-loose, pep talks: "We're doing all these things, but we've got a lot more to do. I wish I was as young as many of you in this room, so I'd have more time to get a lot more done. Let's get on with it."

# EXCERPTS FROM THE COMMUNITY EDUCATION JOURNAL November 1972

*This issue of the Community Education Journal was dedicated to the memory of Frank J. Manley.*

## IN MEMORIAM
## Richard C. Pendell

Probably the highest accolade for Frank Manley came from the man who provided financing for Manley's main project: "A fellowship which was a high point in my nearly 100 years of life." That is what Frank J. Manley meant to Charles Stewart Mott, the 97-year-old Flint philanthropist who provided the encouragement, financial support, and guidance under which Frank Manley developed the community school program in Flint, Michigan, beginning in the 1930s. Mott continued:

*I am profoundly grateful that there was a man like Frank Manley who dreamed up the ideas and gave us the guidance and the wisdom that produced so many of our outstanding philanthropies.*

*Our mutual interest has been people, especially children and young folks, and our goal has been to try to help people to help themselves to a better life.*

*Frank Manley's dedication to this goal was imaginative and intense. He, not the Mott Foundation, made possible the entire community school and community education program as America knows it today.*

*It has been a privilege for me to have known him and worked so closely with him, as a friend, for so many years. There are countless thousands of people in Flint and elsewhere, through three generations, who share the loss of one who did so much to help better their lives.*

Harding Mott, president of the Mott Foundation and son of Charles Stewart Mott, said:

*The community school concept is an everlasting memorial to Mr. Manley. He sparked an idea in 1935 and in all the years since then has given devoted and dedicated leadership to the Mott Foundation's role in expanding that idea, which has become international in scope. The concept of community schools, community education in all its facets, community involvement in solving community problems, these were his vision, which has now become a glowing reality and will continue to grow and expand as a constant living tribute to Frank Manley.*

*Richard C. Pendell, retired, was owner of the Pendell Publishing Company in Midland, Michigan, and former editor and publisher of the Community Education Journal.*

An honor that Frank Manley regarded as his most precious was the action of the Flint Board of Education naming him Superintendent Emeritus of the Flint Board of Education. Following his death, the Board adopted a resolution on June 13, 1972, expressing appreciation for what he had done:

*Be it resolved that the Flint Board of Education*

*A. Recalls with the deepest of gratitude the extraordinary service to education and to the community performed by Frank J. Manley, Sr. during those years between 1927 and 1964, when he worked as a physical education teacher, physical education supervisor, director of adult education, director of health, attendance and recreation, and assistant superintendent of schools, and during the years between 1964 and 1972 when he served as Executive Director of the Mott Foundation projects.*

*B. Reaffirms that Mr. Manley truly deserves to be called "The Father of the Community School Concept." It was through his determination and untiring effort that the concept was implemented in the Flint Schools 37 years ago as a cooperative venture between the Flint Board of Education and the Charles Stewart Mott Foundation.*

*C. Acknowledges that his leadership and understanding have played a major role in the growth of Community Education over the years in Flint, in the nation and now, in various parts of the entire world.*

## FRANK MANLEY: A GIANT IN AMERICAN EDUCATION

**Ernest O. Melby**

The year 1935 was the middle of the Depression. Flint, Michigan, was at that time a prime example of the worst in American industrial cities. The schools in Flint were helpless, as all schools have usually been in the face of social crisis. They were cloistered, separated from the community's trauma. They were just like the schools in similar cities all over America, except that as a physical education director they had Frank Manley, and Frank Manley could talk to Charles Stewart Mott. There was little about either of these two men that would have led any observer to predict they would together revolutionize American education. Mott was a public-spirited industrialist. Manley would have been seen as a good physical education supervisor, of whom there were many equally promising at that time in America.

Community schools were not new. Schools had been opened at night for adults before, notably in Milwaukee and Los Angeles. Consolidated schools in Minnesota were often lighted at night for adult activities. So what was there about the Flint program of five community schools in 1935 that kept the idea going, that spread it into all Flint schools, and 37 years later was still spreading it to hundreds of schools throughout the nation? The ready answer of many is Charles Stewart Mott and his financial support. The money no doubt helped but cannot explain the success of the many programs not supported by Mott.

Certainly, the idea did not spread because the educational profession was ready to get behind it. Quite the contrary. Michigan schools were slow to follow and quick to criticize. Forced to admit progress, they would say, "Well, we could do it too if we had Mr. Mott." In this case, as in many others, the educational establishment demonstrated its imprisonment in the status quo. Even where boards of education have approved the establishment of community schools, many teachers and principals have done little to spread the philosophy of the community schools program to the day school program.

We have to look further—beyond the Mott money—to explain the success of the community education concept. I believe there are two basic reasons. The first is Frank Manley, and the second is to be found in developments in American urban life.

Frank Manley made an accurate appraisal of the needs of American society and sensed what had to be *done*. Manley was a doer. To him, it was not enough to talk about what should be done. Although his program was based on sound theory, he did not spend valuable time theorizing. His reasoning: people, children, are living now. The educational experiences they need, they need today. We cannot compensate tomorrow for what we fail to do today. I believe his impatience with protracted repetition of theory had something to do with the attitude of some university professors toward him. Universities like to theorize, not concerning themselves too much with people. Frank Manley was people-oriented. And because he was people-oriented, he could get things done, he could lead. His relationship to his community school directors, to people in the various neighborhoods, was warm and understanding. He cared about people, and caring shows through—it's a silent language. The morale and esprit de corps of Manley's staff were noted by hundreds of visitors to Flint.

*Ernest O. Melby, deceased, was a distinguished professor at both Michigan State University, East Lansing, and Florida Atlantic University, Boca Raton. He was a former president of Montana State University and dean of education at New York University.*

When Manley opened his first five community schools, the urban revolution was just getting underway. As late as 1930, one in four American workers made his living at unskilled labor. The rapid movement of black people from the rural South to northern cities was just beginning. Whether Manley, in 1935, fully sensed what was going to happen in the next four decades is hard to say, but of one thing we are sure: he knew schoolhouse education conducted during the prime daytime hours only for children was inadequate—already obsolete. With the passing of every year, demographic figures—crime statistics, school dropout rates—prove him right.

It is at this point that Manley's role in American educational history departs from the ordinary. Most of his contemporaries believed that the methodology, content and equipment of schools could be modified to make the existing program more effective. He knew better. He was convinced the program itself was obsolete, inadequate, poorly fitted to the needs of the changing society. While others were debating the merits of gadgets and methodological changes, he was changing the program. He was operating on new assumptions—new assumptions about children, about people, about the urban community.

Not much before the '60s did it become apparent to many educators how right Frank Manley was. Now there began to erupt on the educational horizon one story of failure after another. The higher percentages of dropouts; alienation of the many who remained to graduate; increases in crime and drug use; and the general misery due to unemployment, caused in large part by unemployability because of inadequate education. Most depressing of all was the growing evidence of actual damage to children and youth produced by schools badly designed and operated to meet the needs of the children of the poor.

In essence, failure was taking place in the very areas where the need was greatest, namely with the disadvantaged, the poor. James Coleman has shown that so-called quality education—better trained teachers, better buildings and equipment, greater expenditures of money—makes little, if any, difference. What does make a difference is what children bring to school in life experience, and the kind of children with whom they attend school. In other words, the school, no matter how good, cannot compensate for low income, bad housing, and human misery in the community. The child is educated by all his experiences; therefore, if education is to be changed, it is the total environment that must be changed. This is what Frank Manley set out to do, and did, to a greater extent than any other educator living or dead.

There are now so many community schools in America, so much community education going on, that this kind of education has become the measuring stick for all education. From now on, no program, however studded with innovations, audio-visual aids, team teaching, teaching machines, better curricula, or better methodology, will pass muster unless it sets out to change the community by educating the parents, the adults—unless it mixes rich and poor, black and white, rapid and slow learners. Nor will it be accepted unless it uses the community's total resources, unless it involves all as both learners and teachers.

This is what Frank Manley did. He saw, even in 1935, that American schools were shortchanging the American dream of a free society made practical by education. No other educational leader of his time effected as complete a mobilization of a community's resources in a program to educate the entire community. No other educator envisioned and set into operation a program that has the promise of growing into the new education without which the American dream will falter.

Like all great leaders, Frank Manley did not realize all he hoped for. The staff of the daytime schools did not move as far as he would have liked. When he dealt with the community, with the voluntary associations, with the public, he was notably successful, but success was harder to come by within the education establishment. This suggests that the obstacles to educational reform are within the system rather than in the larger community. Even now, we—in the community, in the university, in the school systems—are not all ready to take the road he pointed out and on which he traveled so far. It's too hard a road. We are looking for gadgets, new paper models, new machines, and panaceas. But there is no panacea. Perhaps the answer is too close to us, too simple for a profession intrigued by complexity and abstraction.

As I write this, I have just come from Frank Manley's funeral service. The audience included people from every economic level, race, religion, and political persuasion. In life, Frank Manley worked with all of them. He knew that only by the cooperative efforts of all can the American dream have enduring life. The text of the funeral oration was "Inasmuch as ye have done it unto the least of these, ye have done it unto Me." Frank Manley saw that unless education ministered to the needs of "the least," no other success would save it or the society it serves. It is our challenge to expand the concepts, extend the programs and, as we work, to care as deeply as he did for all.

## FRANK MANLEY: LEADER, CREATOR, HUMANIST

**Clyde M. Campbell**

### The Leadership

A leader is known by the objectives he espouses. Frank Manley's primary purpose over the years was to help young people develop everything that was within them. In the 1930s he and a few of his staff members declared war on juvenile delinquency and crime. At the time, recreation was his hobby and his faith. He had unqualified confidence that delinquency could be cured by sports—baseball, tennis, basketball, football, swimming, track, wrestling, boxing—any activity that would release tensions while developing a strong body. Later his interests broadened, but recreation always ranked high in his value system.

Frank Manley connected his staff with the hidden springs in their lives as effectively as any leader I have ever known. The loyalty that his staff felt for him would be almost unbelievable to a detached observer. His community school directors were always there when he needed them, and he was there for them.

Andrew Jackson, a bold leader in his own right, said, "One man with courage makes a majority." Frank had both great courage and strong belief in his own objectives. Shortly after he arrived in Flint, he boldly attacked the establishment for not coming to grips with their juvenile delinquency problem. He stood alone. C.S. Mott was not yet in his corner. Rather, Mott was in the audience listening when the charge was made. It was Frank's fearlessness and undeviating conviction that attracted Mott to him. Watching him as he persuaded the citizens of Flint to support his programs often reminded me of the old saying that people tend to get out of the way of a man who knows where he is going. He once headed off a potential race riot in Flint by marching boldly into the center of an angry crowd, half black, half white. People said it was Frank's audacity that calmed antagonists on both sides.

Patrons from the Parkland Elementary School area once demanded that the Mott Foundation give them certain facilities, equipment and supplies. Frank responded to their demands head on. What he is reported to have said became a legend that mothers and fathers of the school would proudly relate to visitors: "We are not going to give you a thing. If you people will come up with contributions on your own, we shall try to help you." Among other dem ds was one for a dictionary in every home. As I recall, the cost of the small dictionary under discussion was one dollar. In a compromise, Manley and Mott said that if the families would pay half, the Foundation would pay half. Parents at the Parkland School were genuinely proud that they were becoming increasingly self-reliant, more creative, more cooperative, more concerned about the rights of others. They gave unqualified credit to Frank Manley and Charles Stewart Mott for enhancing their dignity rather than taking dignity away from them.

*Clyde M. Campbell, deceased, was a professor of education at Michigan State University, East Lansing, a coordinator of the Inter-University Clinical Preparation Program, and editor of The Community School and Its Administration.*

## The Creativity

1. The Lighted School House. To my knowledge, opening school doors wide for adult education classes, teen-club activities, roller skating and square dancing on gymnasium floors, shuffleboard in hallways, swimming for pleasure, and games of all types and descriptions was an idea original with Frank Manley. Before Flint shocked other boards of education into reviewing their policies, school gymnasiums were covered with canvas much of the time to prevent street shoes from marring their glossy finishes. Opening schools to rowdy youngsters and square-dancing adults was beyond the pale of accepted management principles of the 1950s.

2. The Community School Director. Until Frank Manley initiated the new position of community school director, a daytime teacher usually organized and directed adult education classes. Seldom were these teachers interested, let alone dedicated, to their extra school duties. Frank hit upon the technique of having the directors start work at noon and continue into the evening. By making these staff members a kind of friend to fathers, mothers, and children, he created a new profession in its own right. There is a maxim in school administration that whenever everybody is responsible, nobody is responsible. Frank made community school directors accountable for specific kinds of school-community activities.

3. Home Counselors. Personally, I believe that the Home Counselor Program was one of Frank Manley's most significant and creative ideas. Home counselors render unique services to low-income families. Few are trained social workers or have special training in related fields. They are chosen because they have or can develop a spiritual affinity with mothers in their neighborhoods, many of whom need not only help but, even more, confidantes with whom they can share some of their burdens. The home counselors, warm-hearted, kindly nonprofessionals, have been able to pierce many masks and shields that have confounded ministers, teachers, and social workers, among others. What are the implications for teaching and learning? With home counselors leading the way, teachers can gain cooperation from both mothers and children, achieving education goals that have seemed out of reach.

4. Police Liaison Officers. Police officers in ordinary dress work with principals, teachers, and students in the schools, mixing with students in the halls, gymnasium, on the playground, sometimes in the classrooms. This was a notable display of prescience by Frank Manley. Law officers in many states now turn to this process as a way to establish better relations with youth.

5. Community Education Workshop. More than 12,000 people visit Flint annually to observe its Community Education Programs. Scheduled workshops are held at least twice a year.

6. Hamady House — Stepping Stones. Girls live together in a home called Hamady House in Flint for a specific length of time under the superb direction of carefully selected adults. At Hamady House, girls can, and do, come to grips with knotty problems in human relations.

7. Canusa Games. Literally everybody in the community of Flint is invited to participate in athletic contests that end with the annual Canusa Games. (Canusa was a term coined to signify cooperation between Canada and the United States.) The games are athletic contests, held between Flint, Michigan, and Hamilton, Ontario. Entire families may compete against other families. Large numbers of citizens contribute to the program by planning activities, driving cars, preparing meals and cooperating in other ways to make the program a success. These games alone have given Flint a civic spirit that is rarely found in industrial cities.

8. Breakfast Programs. The idea of having a breakfast program in schools was not original with Flint, but having a home counselor insist that mothers in the neighborhood help prepare the food was a creative idea. In the process, the mothers learned about sanitation, nutrition, low-cost menus, economy in purchasing, and many fundamental facts about child care, without realizing that they were receiving instruction.

9. Community Councils. Every school with a community school director has a community council; the director is responsible for making sure the council functions effectively—another instance of Frank Manley's facility for organizing programs and then following through.

10. Block Clubs. Block clubs are an expansion of the community council concept. People within a block get together to plan, execute, and evaluate programs. To my knowledge, Flint was the first city to organize citizen groups in this way.

## The Humanist

C.S. Mott often stated that one reason he enjoyed helping the poor was that there was so little competition. Almost all the programs that Frank Manley strongly supported helped low-income families. Some institutions that have doled out aid see their roles as dispensers of charity. But Mott and Manley believed that assistance should be given to people so that they could become sturdy and strong in their own right.

Charles Stewart Mott's high standards probably helped develop the great leadership potential in Frank Manley. And Frank Manley's vision, dedication, and drive undoubtedly helped the Mott Foundation become the great philanthropic institution it is today.

## FRANK MANLEY REMEMBERS: THE LAST INTERVIEW

**Richard C. Pendell**

The telephone rang in my office in Midland, Michigan, and the familiar voice of Frank Manley came over the wire, "Dick, can you come down to Flint? I think we can have an interview with Mr. Mott tomorrow afternoon." Frank, organized as usual, suggested that I meet him at the Mott Turri Child Care Hospital, where he had background material he wanted to go over with me before our interview.

Little did I realize as I set the tape recorder on Frank's desk that this would be the final interview Frank would give. He was reminiscing as we leafed through his files. Many of the things that he touched on that morning involved criticism of himself and his associates for their failure to accomplish as much as they had hoped.

I was impressed with an article in the file about a drop in delinquency in Flint. The article concerned the Flint Recreation Plan and a drop in the number of children being sent to Lansing Vocational School, but Frank said that it didn't tell the whole story.

**Manley:** What Mr. Roberts didn't say in his article was that we had approximately the same number going to Probate Court each Saturday. They were not being sent down to Lansing. We were trying to take care of them in our own back yard.

I figured that if we had such a tremendous program in recreation and we were still having the same number of delinquents appearing in court on Saturday, we ought to find out why. This led to several big whys: (1) Why are these people getting into trouble? (2) Why are these people not participating in the Mott Program? Not only the Mott Program, but (3) Why aren't they participating in the Boy Scouts, the YMCA and the rest of these activities? We discovered that bats and balls were not enough.

To find out why, I asked Mr. Mott for six visiting teachers. We visited the homes of these supposed incorrigibles. We found in the homes real problems that caused the kids to act the way they were acting. That's what we built the whole Mott Program on. We found, for instance, many homes had people out of work, one-parent families, all kinds of drinking, prostitution and disease. We found untrained, unskilled and unwanted people. The biggest and saddest problem was the unwanted people.

If you would ask yourself, What good is a bat and ball going to do that kid about the age of puberty? you'd have to answer by saying, We'll have to correct the very serious ills of society before you can help the children. This led, of course, to our Mott Turri Child Care Center, where we are sitting now. We knew we had to have a health program as well as recreation, and later we learned that education was an equally important part of the total picture. This Mott Turri Health Center and the Flint Junior College are probably two of Mr. Mott's proudest accomplishments.

**Pendell:** Was this the survey that developed the transition from the recreation program of activities to the more all-encompassing program of community education as we know it today?

**Manley:** Yes, but remember, this didn't all happen overnight. As you well know, it took years of experimenting, analyzing, and trial and error, but basically that is how community eduction got started.

**Pendell:** After Mr. Mott agreed to finance a beginning, how did you get started? What was the beginning of the community school program?

**Manley:** Well, we went to the board of education and, with Mr. Mott's backing, they agreed to let me start the program. I wanted to start 10 schools. Mr. Mott said five schools. As usual, he was right. If we had tried to open 10 schools, we would have failed. We had our hands completely full with five schools. It's peculiar—the fact that some people in education develop such resentment against "outsiders" trying to come in and help. In some places, we had extreme cooperation. In other schools, complete non-cooperativeness, not only on the part of teachers, but even the principals and some janitors. Every little thing that happened, they'd find fault with and blame the Mott Foundation, whether it was our fault or not. So, we were very happy that Mr. Mott kept us to the five schools until we got our feet on the ground and knew what we had to do.

Certain things happened fast after that. We divided the town up into four regions: north, south, east and west. Bill Minardo, the first community school director in Flint appointed as such, had the east side of town; Pat Patterson had the north side; Earl Bacon had the west side; and Howard Brown had the south side. They would solicit volunteers in the neighborhood, lay people who were interested and anxious to do certain things for their children and their community. These people would take care of a particular building. We called them building directors. They'd come on in the afternoon, sometimes at seven o'clock in the evening, open up the building and see to it that things were in order. These lay volunteers produced some wonderful and miraculous results.

One instance will best illustrate what we were up against in those days. Teachers resented our using "my classroom." The principals resented our using "my school." Some of the janitors felt that they were imposed upon because they had extra work to do. In one school, we were having particular trouble because the principal claimed that every morning when a teacher came to open the school, there was graffiti written all over the blackboard with some very obnoxious four-letter words. The principal called me and complained vociferously, blaming it all on the Mott Program. I called the building director in and he assured me that every door had been tried and locked up when he left the building every night. We finally discovered that our night program was intertering with the love life of the custodian, who was enjoying some nocturnal revelry with a member of the opposite sex. So, Bacon, Patterson, and myself went down early one night and surprised them. The custodian admitted that he had been writing these things on the wall and on the blackboards hoping to embarrass the program to the point where it would be eliminated. Well, I said, I'll tell you what I'll do. If you don't get this building in shape and keep it the cleanest, most immaculate school in the city, I'm not only going to report you to the board of education, I'm going to report you to your family. I felt pretty cheap about sneaking in there on him, but we had to stop the accusations against our program. But there was a lot of wonder as to why that school became the cleanest, neatest, most immaculate building in the city's school system. The principal and the teachers never did understand. I never told anybody what had happened. I know you won't dare print this, but that's just one illustration and I could give you a million more like that.

**Pendell:** Were your people full-time at that particular period of the community school program?

**Manley:** Hell, no! In those days, we usually got home at one, two, three or four o'clock in the morning and had to be back on the job the next morning at eight or eight-thirty. Every one of us had a full-time job, even the building directors and the volunteers. Finally, we decided that it was too much work for people like Patterson, Minardo, and Bacon to do everything, and we needed building directors who would be responsible, somebody with a background fitting them for this type of work. In the '40s, I went around to the different schools of education to try to find people who had some knowledge and background in community education. There were lots of people who had athletic backgrounds, careers, etc., but nobody, I mean nobody, was training anybody for a community education program, a program that deals with everything from the cradle to the grave.

Sure, colleges had courses. They had courses in community education, community work, but it was all tied up with social work, an entirely different approach than we were contemplating. We thought that the thing for us to do was to hire some people who had just a bachelor's degree, bring them to Flint and train them along the lines that our group had been working on. In 1950-51, we started with a few people. We sat around and met and talked, and out of that we started building a curriculum based on community education. Out of the problems that we were constantly faced with in the community, we discovered the lessons that community school directors and community educators had to know if they were to get people involved.

We worked hard and industriously on getting a set of procedures developed. It was at that point that I went over and took classes and got myself approved as a teacher, as a professor, at Eastern Michigan University and Michigan State University, so that these people I was teaching would get credit for taking the courses that I was teaching. Then we expanded our group to include other teachers, principals and people of that nature. We spent the whole decade of 1950-60 in developing a curriculum and giving credit to these people so that they could get their master's degree in community education. Later we had an associate degree in community education and still later, a doctor's degree. That's the way the thing got started in the beginning.

All our directors were handpicked. We didn't go through the personnel department or give tests to applicants. We picked out people that had a feeling for our program, people that were really human and felt that they wanted to do something for their fellowman, people who were dedicated and had the right kind of attitude, people willing to work, who weren't looking at the clock, or hours or coffee breaks, or things like that, that have crept into the teaching business in the last 25 or 35 years. We were looking for real people who had a real purpose in life, people who wanted to help people help themselves. That sounds trite, but that's what we were after and that's what we got.

Some time around the middle '50s, I contacted Fred Totten to see if he would come and teach the education courses. There was a big difference between Fred Totten's approach and my approach. I didn't have any doctor's degree and mine was the direct approach. Fred gave the theories, the philosophies. He had more tests and measurements, and this better satisfied the requirements demanded by the colleges and universities. I would meet with my community school directors, and we would discuss the problems and agree upon a course of action. Then I would go out and

see how things were happening and if they weren't going the way in which we agreed that they should go, I'd want to know the reason why.

As time passed, our training program became more and more important. It got bigger and bigger. One day we contacted Bob Burns from the University of Chicago. Bob was, and is, one of the best leaders and best professors I ever had. Through about three or four years with him and his leadership development program, we gained a tremendous amount of knowledge that developed a fine relationship between the community school director, the adult education people, the principals and supervisors, and the department heads.

It was about this time that we really developed the basic philosophy of community education. Our program was to make the community school director a part of the community. Relevancy is the word everybody uses now, but that's what we were trying to do. The idea of passing out balls, bats, and basketballs, opening up doors and pouring coffee, was in my way of thinking just a simple "Come on folks, come on in and get involved." You can get other people, assistants, volunteers to conduct athletic kinds of programs, but the main emphasis was to get with people. I can recall hundreds of times that I'd say to the community school directors, "Tell me about how many people in your community you can go out and ask for ..." or "Tell me about the people in your community who don't have children," or other kinds of questions about the community or people's lives in the community.

We were developing things that eventually led to specifics like addressing adequate housing, interracial problems, juvenile delinquency, vandalism, drugs. Yes, we wanted our community school directors to live with these people, to know them, and to help them.

One thing that bothers me more than a little bit today is that our community school directors now feel that they have to be in the building and that they themselves have to lead the activities. They are pushing and anxious to get ahead. They want to move ahead before they complete the job that they started out to do. Maybe we are all getting too anxious for promotions, more money or a bigger title.

The point is that the community school person, to do any kind of a job, has to keep a finger on the pulse of the people, to find out what the people want and need, and to help them to help themselves, whether it be adult education, health, Big Brothers, or whatever it happens to be. "Okay, let's get at it and get with it" should be the motto of all directors.

**Pendell:** As you look back over the years, what are some of your fondest memories?

**Manley:** I have a million of them....This month Mr. C.S. Mott celebrates his 58th year as a director of the General Motors Corporation. I think the greatest thing in my life was my association with this outstanding humanitarian. It would be impossible to accurately describe or assess the impact that Mr. Mott has had on improving the quality of living for all people, young and old.

**Pendell:** The other day when we were talking to Mr. Mott, he mentioned the same thing, that one of the highlights of his life was his association with you for over 35 years. He also mentioned the fact that in those 35 years, there had never been one moment of unpleasantness or disagreement between you and him. It's pretty difficult to believe, Frank, that in all those times you didn't have some violent disagreements.

**Manley:** Well, that's as he remembers it, Dick, and I'm not going to argue with him. It's true that in 35 years we have not had any serious disagreement. Certainly, there have been many times that I have not agreed entirely with his position, but I have recognized his sincerity, dedication, generousness, his intense loyalty to the city that he loves, and I can think of no finer tribute to me or to anybody else than to have a man such as Mr. Mott say that his association with me has been one of the highlights of his 96 years of life.

## Postscript

Mr. Manley had one more accomplishment to fulfill in his lifetime. We had made plans for him to come to Ft. Lauderdale where we could tape in quiet retrospection, but his wife Marie called to say that he could not come because he was in the hospital in Naples, Florida. About a week later, he called and asked me to get V. M. Kerensky, University Center Director at Florida Atlantic University, and Ernest Melby, Distinguished Professor, and meet him in the office of John Boy, president of the U. S. Sugar Company at Clewiston, Florida. His son-in-law Larry Cunningham drove him to Clewiston, where he presented a proposal for U. S. Sugar to endow a C.S. Mott Chair for Community Education at Florida Atlantic University as a means to promote research and progress for the benefit, not only of local people, but of education in general. He died before the U. S. Sugar Company board made its final decision, but today there is a C.S. Mott Chair of Community Education, designed to "discover ways to help people help themselves."

Reflecting on the history of the Mott Foundation, C.S. Mott commented that it should be called the Manley Project, because it was developed and guided by Frank's creative genius. Harding Mott, son of C.S., said:

*Since the beginning of the [community education] program of the Mott Foundation 37 years ago, Flint, Michigan has been considered a laboratory in finding answers to the ills of modern urban society.... We were fortunate to have Frank Manley as the director of the laboratory. I doubt there will ever be another.*

## FRANK MANLEY: A CHRONOLOGY

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|---|---|
| 1927 | Frank Manley hired by Flint Board of Education. |
| 1931-1934 | Worked with Probate Court, organized sportsmanship clubs and intramural athletics. PTA became interested in Manley's activities. Mott Camp for boys established at Pero Lake. Flint Plan of Recreation backed by Flint Automobile Club, PTA, and Board of Education. |
| 1935 | Mott Foundation program initiated on November 10 with a $6,000 grant to the Board of Education by C.S. Mott. Five elementary schools opened for after-school and Saturday activities. |
| 1936 | Summer program started with $2,000 additional grant from Mr. Mott. Back Yard Safety Program begun (later taken over and sponsored nationally by the Girl Scouts of America). A year-round program started for all citizens. |
| 1937 | Ballenger Park Field House opened. Tot lots started at playgrounds. Opera Under the Stars begun. |
| 1938 | Stepping Stone Club for girls opened. Practical nursing program started. Adult education classes expanded. Six visiting teachers hired to find causes of delinquency in the homes of delinquents; their findings led to much of the later Community Education program. "Health Guarded" Children Program begun in schools. |
| 1939 | Children-Health Care Center established at Hurley Hospital. Visual Education Department started. First black visiting teacher employed. |
| 1940 | Unemployed Youth Program started to provide counseling, training, and placing of unemployed. Programs launched in cooperation with the national defense in the war years included auxiliary police and fire training; neighborhood clubs; nutrition projects for better health; and physical fitness programs. |
| 1941 | Sunday evening band concerts and Dancing Under the Stars begun. |
| 1942 | Nursery schools and daycare centers started. Night school credit program begun. Home Counselor Program initiated. Full-time medical social workers hired. |
| 1943 | College division of adult education and Youth Bureau established. |
| 1944 | Cooperative extension school opened cooperatively with the University of Michigan. Recreation Commission organized. |

1945 Opening of first Interracial Community Center and junior high school sports program begun.

1946 First annual Brotherhood Week Banquet held. Many programs in family, home and youth improvement started and expanded, including: health education, visiting teachers, war brides, adult education in basics, marriage counseling, physical fitness, etc.

1947 Scholarships in Pedodontics expanded. More Stepping Stone Mothers' Clubs organized.

1948 Manley appointed Assistant Superintendent of Schools and released from other responsibilities to devote full time to the Mott Program.

1950 Child Guidance Clinic opened. C.S. Mott offers Flint $1 million in land and funds for four-year college if bond issue is passed.

1951 Mott Program budget increased to $300,000. About 3,500 persons enrolled in fall adult education program.

1952 Freeman Community School dedicated, the first school specifically designed and built for community education. Children's theater started. School radio station and program launched. Community service coordinator added to staff.

1953 Full-time homemaking coordinator added to adult education staff. C.S. Mott Center of Science and Applied Arts planned on junior college campus. (When completed, the building cost $1.6 million.)

1954 Full-time director of teen activities employed. Community plan initiated for $25 million campus.

1955 University of Michigan four-year branch at Flint approved. Master's degree program in community school administration opened in cooperation with Eastern Michigan University. Full-time arts and crafts coordinator and Bishop sewing added to program. First statewide community school workshop held in cooperation with State Department of Public Instruction.

1956 Frank Manley named "Man of the Year" by Notre Dame Club. Frank J. Manley Community Pool dedicated at Flint Northern High. First senior high community school director named. Big Sister program initiated. Adult education interns from state universities study in Flint. Leadership Training and Economics Education programs started in cooperation with University of Chicago. Flint Olympian Games initiated.

1957 Specialist certificate for directors of community school administration begun with Michigan State University. Canusa Games established.

1958 Frank Manley appointed to President's Committee on Physical Fitness. Summer Fine Arts Festival begun. Police counselor program started in junior high schools. Interracial Committee formed. Workshop and Visitations Department established with full-time director. Visitors in 1958 numbered 4,000.

1959 Fourth annual statewide Workshop in Community Education and first National Community School Clinic held in Flint. Peter Clancy appointed assistant to Manley.

1961 Third National Community School Clinic is co-sponsored by the American Association of School Administrators. Sixth Statewide Community Education Workshop held. Community School Director Lou Tasse hired by Dade County, Florida, to initiate community education in two schools. (Within one year, there were nine schools; by 1971, there were 27.)

1962 C.S. Mott's Children's Health Care Center dedicated. Seventy percent of registered voters approved a 2.5-mil one-year building levy for a new high school. (Flint has passed every millage issue since 1950 and operates on a "pay as you go" basis.) Several cities seek Flint guidance in setting up community schools; cities send teachers to Flint for training.

1963 Mott grants $70,000 to Michigan State University to develop Inter-University Intern Program. C.S. Mott transfers $129 million in stock to Mott Foundation. First Mott Foundation scholarship for a public school administrator awarded to Robert Pickering, Superintendent, Sarasota, Florida, for summer study in Flint, originating the Mott Scholarship for master's ($6,000) and doctor's ($8,000) degrees in community education administration. Four Flint community school directors hired by Alpena, Michigan and Winnipeg, Manitoba, schools, Olivet College, and Northern Michigan University. Six former community school directors appointed by Manley to newly created administration posts in the Board of Education.

1964 Children's Hospital receives $2 million grant to add two wings. Mott Foundation grants $6 million to University of Michigan Medical Center for a children's hospital. Frank Manley appointed executive director, Mott Foundation Projects. Peter Clancy named associate superintendent of the Flint Board of Education for the Mott Program. Frank Manley presents Flint Program of Community Education to U. S. Office of Education. A Mott grant of $515,000 is made for the Inter-University Clinical Preparation Program for Educational Leadership; 50 educational leaders from the U. S. and Europe spend a year in residency in Flint earning advanced degrees from Michigan's seven state universities.

1965 Fifth National Community School Workshop held. Mott Adult Education Program offers free scholarships to persons over 65. Senior Citizens Center opened. Mott Foundation grants

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Michigan State University $300,000 for 10 years to train teachers and school administrators to work with persons in urban core areas, launching the Mott Institute for Community Improvement. Peter Clancy speaks about Flint community education program to U. S. House and Senate Committees.

1966 Community school directors Alan Koth and Lou Piotrowski leave Flint for new community school posts in Atlanta and Chattanooga. Tom Sanglier goes to Corning Painted Posts, New York. Grants made to Alma and Albion Colleges for developing community enrichment and development programs. Mott Foundation Projects staff enlarged by eight full-time people. Almost 12,000 visitors from around the world visit Flint. National Community School Education Association (NCSEA) holds its first meeting in conjunction with the seventh National Community School Workshop in March. President Johnson urges expansion of community schools in Washington, D.C. Mott Foundation helps pilot two schools with a grant of $60,000. Frank Manley receives a presidential citation from the American Association for Health, Physical Education, and Recreation. First Big Brothers Institute held in Flint. Joseph T. Ryder, director of Big Brothers of Greater Flint is named Consultant, Youth Programs, Mott Foundation Projects. Junior Police Cadet program started in cooperation with Michigan State University, the Flint Police Department, and the Mott Foundation. First NCSEA newsletter is published; Nick Pappadakis is executive secretary. NCSEA counts over 250 community schools in the U. S. Flint's Department of Parks and Recreation and Board of Education continue to work toward 15 park-school recreation sites.

1972 Frank Manley presents proposal to U. S. Sugar to endow a C.S. Mott Chair for Community Education at Florida Atlantic University in February (Chair founded in August 1972.) Frank Manley enters hospital in March and dies June 12.

# EPILOGUE: LOOKING AHEAD

**Larry E. Decker**

The community school movement envisioned by Frank J. Manley and supported by Charles Stewart Mott has had its ups and downs over the years since those two pioneers set out to change the very nature of public schools. Their ideas have been drowned out from time to time by the alarms and fads that regularly plague our system of public education. But while fads come and go, good ideas have a way of enduring, of turning up again and again, often coming back stronger than ever.

In the late 1970s, federal community education legislation briefly attracted national attention to community schools. And when categorical federal funding for community education and many other programs was terminated early in the first Reagan administration and replaced by block grants to the states, community education survived on the short list of approved federal purposes for which block grant money could be spent.

At the state level, a number of states—notably Minnesota and Florida—have supported community education programs continuously, over many years. And at the community level, community education processes and programs have been so completely institutionalized in some school districts, local residents take it for granted that their schools' resources will always be available to address a wide variety of individual and community needs.

A basic tenet of community education is that each community is unique, so authentic community education programs bear the distinctive imprint of the communities that created them. What they have in common is precisely the goal that inspired the Manley-Mott partnership: to make public schools the educational, social, and recreation centers of their communities, and to involve all community members in lifelong learning activities both for self-improvement and for the enhancement of the community itself.

## 21st Century Community Learning Centers Program

The U.S. Congress enacted legislation in 1997 stating that schools:

*should collaborate with other public and nonprofit agencies and organizations, local businesses, educational entities (such as vocational and adult education programs, school-to-work programs, community colleges, and universities), recreation, cultural, and other community and human service entities, for the purpose of meeting the needs of, and expanding the opportunities available to, the residents of the communities served by such schools.*

The grants awarded under this program may be used to plan, implement, or expand community learning centers. The program defines a "community learning center" as:

*an entity within a public elementary, middle or secondary school building that (1) provides educational, recreational, health, and social service programs for residents of all ages within a local community, and (2) is operated by a local educational agency in conjunction with local governmental agencies, businesses, vocational education programs, institutions of higher education, community colleges, and cultural, recreational, and other community and human service entities.*

In early 1998, the U. S. Department of Education's Office of Educational Research and Improvement administered the first national competition for grants awarded under the program; it proved to be one of the most competitive in the history of the Department. More than 5,000 people attended a series of regional "bidders conferences" cosponsored by the Department of Education and the C.S. Mott Foundation. Nearly 2,000 grant applications were received.

On June 17, 1998, President Clinton announced the first 99 grants, totaling $40 million. For fiscal year 1999, funding was increased to $200 million, and on November 12 the President announced 183 additional grants, totaling $60 million, to the highest-rated applicants not funded in the June announcement. The Department expects to make approximately 300 new awards, totaling $100 million, in 1999.

The 1999 application booklet contains a publication produced by the U. S. Departments of Education and Justice, Safe and Smart — Making After-School Hours Work for Kids, which describes recent research on the characteristics and effects of high-quality after-school programs.

## The Mott Foundation's Continuing Role

The $6,000 committed by Charles Stewart Mott in 1935 for a five-school experiment in Flint was the start of more than six decades of Mott Foundation support for community education totaling $177.5 million in local, national, and international grants. In 1997 dollars, those grants would have totaled $511.2 million.

At the unveiling of the 21st Century Community Learning Centers program on January 26, 1998, Mott Foundation President William S. White announced that the Mott Foundation was prepared to commit up to $55 million as part of the five-year federal initiative. The Foundation would fund training, leadership development, technical assistance, and evaluation. White noted in his remarks that its years of continuous funding make the Mott Foundation "a natural partner in this important collaborative effort."

*The 21st Century Community Learning Centers program goes to the core legacy of the Mott Foundation, building on our earliest work—work before I was born—to encourage and train communities and schools to work together to address community needs and student achievement.... We recognize that there are other funders interested in this field. Pooling our experiences and resources can only contribute to the success of this initiative. To that end, we would encourage this becoming a wide-ranging collaboration. Just as the Mott Foundation helped to open the schoolhouse doors literally and figuratively to the Flint community many, many years ago, today we hope to help open doors to a new era of partnership in education.... This day has been long in coming!*

Later that day, Hillary Rodman Clinton and White traveled to New York City to tour a model community school. Addressing reporters and education supporters, White reflected:

*You know, I used to hear it said that community school programs were the frosting on the cake of education. But over the years, as such programs have illustrated the profound effect they can have on children and families, it has become readily apparent that community school programs are a significant ingredient in the cake itself.*

*In the long run, what will make the difference is how well different groups and individuals at all levels come together, identify community needs, and develop not just the programs to address those needs, but also the will and resources to ensure that the programs do what they were intended to do. This is about the culture of education and community-building, not some simple add-on. We have a terribly important opportunity before us. We should feel privileged to be a part of such an important initiative on behalf of our nation's children and families.*

## For More Information

The following Internet sites have updated information on the Mott Foundation and specific community education and community school initiatives.

Charles Stewart Mott Foundation: *www.mott.org*
National Center for Community Education: *www.nccenet.org*
National Community Education Association: *www.ncea.com*
U. S. Department of Education: *www.ed.gov*
21st Century Community Learning Centers: *www.ed.gov/offices/OERI/21stCCLC*

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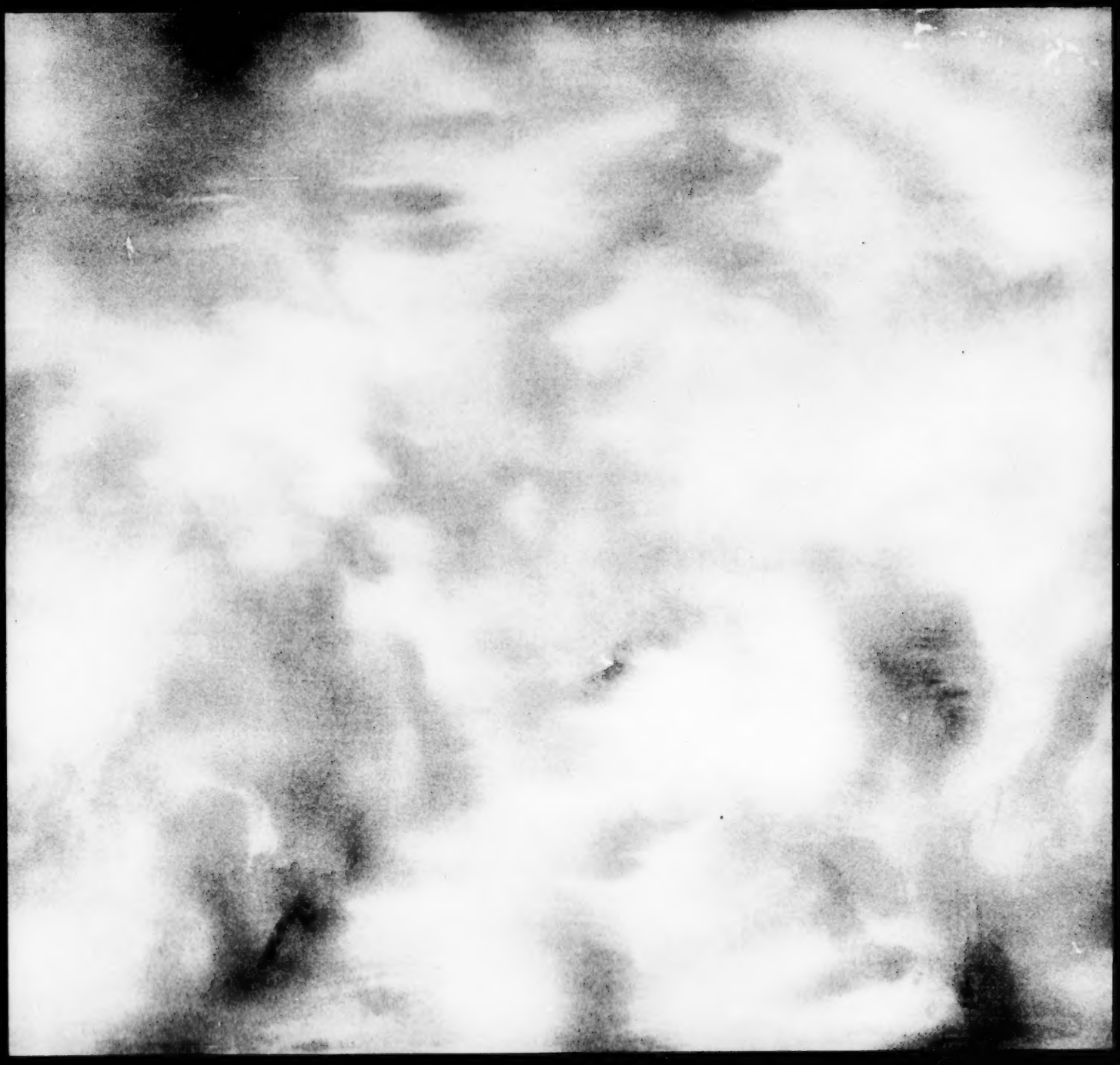

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